City of Santa Barbara
Transportation and Circulation Committee
Neighborhood Advisory Council

Staff Report

DATE: March 22, 2012

TO: Transportation and Circulation Committee (TCC)
Neighborhood Advisory Council (NAC)

FROM: Derrick Bailey, Supervising Transportation Engineer
Pat Kelly, City Engineer/Assistant Public Works Director

SUBJECT: Pedestrian Crossing Treatment Alternatives for Milpas and Ortega Streets, and Milpas and Yanonali Streets

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Recommendation:

That the Transportation and Circulation Committee and Neighborhood Advisory Council:

A. Receive a report on the alternatives for pedestrian crossing treatments at the intersections of Milpas and Ortega Streets, and Milpas and Yanonali Streets; and
B. Provide recommendation that staff can take to City Council.

Background

During the evening of October 7, 2011, Sergio Romero was killed while crossing Milpas Street at Ortega Street. Sergio was walking westbound in the south crosswalk. He had been waiting at the transit stop for the northbound Milpas bus on the northeast corner of the intersection, and after seeing his friend onto the bus, attempted to cross back over Milpas Street. A southbound vehicle in the number 1 lane (inside lane) stopped for Sergio. A second southbound vehicle, in the number 2 southbound lane travelling at approximately 50mph (30mph speed limit), did not yield to Sergio, and struck him in the crosswalk.

Following the crash, City staff attended several neighborhood meetings to listen to concerns about Milpas Street. The most common concern was pedestrian crossing conditions at Milpas and Ortega Streets, and at Milpas and Yanonali Streets. Following these meetings, City staff developed a number of viable options for improvements, and has been meeting with various groups to get feedback on the alternatives.

Outreach Summary

- November 2, 2011: Neighborhood Advisory Council (NAC) to listen to community
- November 16, 2011: Joint COAST/Milpas Community Association/Pueblo to listen to community
- January 26, 2012: Presentation regarding the initially identified viable options to Transportation and Circulation Committee

- February 2, 2012: Presentation to the Milpas Community Association leadership
- February 8, 2012: Presentation to COAST board
- February 8, 2012: Presentation to NAC
- March 13, 2012: Come and go style workshop/open house for Milpas merchants and property owners
- March 14, 2012: NAC to answer questions
- March 21 2012: The Principals of Franklin School, Santa Barbara Jr High, Santa Barbara High to present options, listen to comments and concerns

Feedback Received

The most common request was to install traffic signals at Milpas and Ortega Streets, and Milpas and Yanonali Streets. Other concerns expressed include narrow traffic lanes, which lead to difficult parking maneuvers and side swipe crashes, no space for bicyclists, and narrow sidewalks.

Some of the alternatives developed by staff would require the elimination of some on-street parking spaces, and removal or relocation of bus stops. Based on feedback from the community and business owners, neither of these options are desirable.

Discussion

City staff has identified a number of options for improving pedestrian crossing conditions at Milpas and Ortega Streets as well as at Milpas and Yanonali Streets. The options considered must improve pedestrian safety, while not reducing overall vehicular safety. In addition, many of the options also provide needed benefits such as easier parking, lanes for bicycles, and the ability to reduce sideswipe crashes.

<u>Improvement Options – Milpas Street and Ortega Street</u>

Option #1 – Remove crosswalks and/or relocate northbound bus stop (see Figure 1, attached)

Benefits
- Removes false sense of security for pedestrians.
- Encourages use of other crossings.

Tradeoffs
- Does not provide pedestrian with additional crossing opportunities or improve pedestrian mobility.
- Adds walking distance for bus riders.

Option #2A – Median refuge island with pedestrian activated flashers (see Figure 2A)

Benefits
- Easier pedestrian crossings.

- Provides mid-street stopping point.
- No traffic delays.

Tradeoffs

- Removes eight parking spaces.
- Bus stop relocated.

Option #2B – Median refuge island with pedestrian activated flashers (see Figure 2B)

Benefits

- Easier pedestrian crossings.
- Provides mid-street stopping point.
- No traffic delays.
- Bus stop stays in current location.

Tradeoffs

- Removes eight parking spaces.
- Only a partial median refuge island, pedestrians exposed on one side.

Option #3A – Neighborhood striping transition (Canon Perdido to Cota) with median refuge island and pedestrian activated flashing lights (see Figure 3A)

Benefits

- Fewer lanes to cross.
- Mid street pedestrian stopping point.
- Wider traffic lanes.
- Fewer side swipe crashes.
- Easier parking maneuvers, no loss of parking.
- Bus stop stays at current location.
- Bike lanes added.
- Space for future sidewalk widening.

Tradeoffs

- Delay increase of 5-10 seconds for drivers (average).
- Longer queues during red lights at De La Guerra Street signal (drivers still through first signal at De La Guerra Street).

Option #3B – Neighborhood striping transition (Canon Perdido to Cota Street) with optional curb extensions and pedestrian activated flashing lights (TCC Requested - see Figure 3B)

Benefits

- Fewer lanes to cross.
- Shorter crossing distance.
- Wider traffic lanes.
- Fewer side swipe crashes.

- Easier parking maneuvers, no loss of parking.
- Bus stop stays at current location.
- Bike lanes added.
- Space for future sidewalk widening.

Tradeoffs

- Delay increase of 5-10 seconds for drivers during peak times (average).
- Longer queues during red lights at De La Guerra Street signal (drivers will still through first signal at De La Guerra).

Option #3C – Neighborhood striping transition (Canon Perdido to Cota Street) with median refuge island, curb extensions and pedestrian activated flashing lights (TCC Requested - see Figure 3C)

Benefits

- Fewer lanes to cross.
- Mid street pedestrian stopping point.
- Shorter crossing distance.
- Wider traffic lanes.
- Fewer side swipe crashes.
- Easier parking maneuvers, no loss of parking.
- Bus stop stays at current location.
- Bike lanes added.
- Space for future sidewalk widening.

Tradeoffs

- Delay increase of 5-10 seconds for drivers during peak times (average).
- Longer queues during red lights at De La Guerra Street signal (drivers will still through first signal at De La Guerra).

Option #4 – Overhead mounted, pedestrian activated flashers (see Figure 4)

Benefit

- Improves pedestrian crossings.
- No traffic delays.
- No loss of parking.

Tradeoffs

- Aesthetics - overhead signs add to visual clutter.
- Does not address overcrowding concerns.
- No bike lanes.
- Street and parking lanes remain narrow.

Improvement Options – Milpas Street and Yanonali Street

Option #5 – Remove crosswalks and/or relocate southbound bus stop (see Figure 5, attached)

Benefits
- Removes false sense of security for pedestrians.
- Encourages use of other crossings.

Tradeoffs
- Does not provide pedestrian with additional crossing opportunities.
- Adds walking distance for bus riders.

Option #6 – Median refuge island with pedestrian activated flashing lights (see Figure 6)

Benefits
- Easier pedestrian crossings.
- Provides mid-street stopping point.
- No traffic delays.

Tradeoffs
- Removes seven parking spaces.
- Only a partial median refuge island, pedestrians exposed on one side.
- Eliminates left turn exits from Winchell's Donuts.

Option #7 – Overhead mounted, pedestrian activated flashers (see Figure 7)

Benefits
- Improves pedestrian crossings.
- No traffic delays.
- No loss of parking.

Tradeoffs
- Aesthetics - overhead signs add to visual clutter.
- Does not address overcrowding concerns.
- No bike lanes.
- Street and parking lanes remain narrow.

Not-Recommended Alternatives

Traffic signals

Benefit
- Traffic signals can make crossing the street easier for pedestrians.

Tradeoffs

- Based on the number of crashes happening at other traffic signals along Milpas Street, new traffic signals are not likely to reduce the overall number of pedestrian involved crashes.
- The number of vehicular crashes would likely increase (broadside and rear end).
- Added traffic delays and stops for Milpas Street and side street traffic. Even though traffic signals would be synchronized, due to the spacing of the traffic signals, one direction of flow would be interrupted.

Existing conditions (painted crosswalks)

Benefit

- None.

Tradeoffs

- Gives pedestrians a false sense of security.
- Low rate of drivers yielding to pedestrians.

Conclusion

City staff has identified a number of options for improving pedestrian crossing conditions at Milpas and Ortega Streets as well as at Milpas and Yanonali Streets. The options considered must improve pedestrian safety, while not reducing overall vehicular safety. In addition, many of the options also provide needed benefits such as easier parking, lanes for bicycles, and the ability to reduce sideswipe crashes.

Given the community feedback received to date and based on how the options address the goals for improvement, staff makes the following recommendations:

Milpas and Ortega Streets

- Overhead mounted, pedestrian-activated flashers: City staff recommends overhead mounted pedestrian-activated flashers. While not providing benefits to all modes of travel, this option meets the goals for improving pedestrian safety while maintaining vehicular safety. With this option, neither parking nor roadway capacity will be impacted. However, increased visual clutter would occur, this option does not address narrow traffic and parking lanes, does not add bike lanes, and does not make a shorter crossing for pedestrians.

  or

- Neighborhood Striping Transition: If a limited amount of congestion is deemed acceptable, City staff recommends a neighborhood striping transition with either a median refuge island or curb extensions to provide the most benefits for all modes of transit - drivers, pedestrians, buses, and bicyclists. This option also meets the safety goals. The tradeoffs with this option include potential vehicular delays of 5-10 seconds (average) and longer cues at the intersection of De La Guerra and Milpas Streets during peak times. However, even with the

delays, motorists are expected to make it through the first signal at which they stop. Based on the benefits to pedestrians of fewer lanes to cross, a potential mid-street stopping point for pedestrians, wider traffic lanes, fewer side swipe crashes, easier and wider parking lanes, new bike lanes, and space for future sidewalk widening, this viable option would provide the most benefits to all modes.

Milpas and Yanonali Streets

- Overhead mounted, pedestrian-activated flashers: City staff recommends overhead mounted, pedestrian-flashers for the intersection of Milpas and Yanonali Streets. This option meets the safety goals, while not impacting parking or roadway capacity. It also would not impact left turn exits out of Winchell's Donuts; however it could add to visual clutter on Milpas Street that is already an issue.

City staff is asking the TCC and the NAC to consider the above recommendations and make recommendations that staff can present to City Council.

DVB/kts

1 - Remove/Relocate Bus Stop And Remove Crosswalk

Remove/Relocate Bus Stop
Nearest Stop One Block North
Encourage Pedestrians To Use Other Crossings

Remove Existing Marked Crosswalks
These Crosswalks Have Been Ineffective In Creating Crossing Opportunities
Removing Crosswalks Could Remove False Sense Of Security

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

2A - Median Refuge Island (Configuration 1) With Pedestrian Activated Flashers

Bus Stop Conflict
Must Be Removed Or Relocated

Full Median Refuge Island
No Turning Movements Restricted
Allows Pedestrians to Cross Half The Road At A Time

Loss Of On Street Parking

Maintain Two Traffic Lanes
Per Direction

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

2B - Median Refuge Island (Configuration 2) With Pedestrian Activated Flashers

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

3A - Neighborhood Transition Striping - With Median Refuge Island and Pedestrian Activated Flashers

Bike Lane
Space for Cyclists

Reduced Roadway Capacity
Most Noticble At De La Guerra

Bus Stop
No Change

Wider Parking Lane
Easier Parking Maneuvers

Median Refuge Island
No Turning Movements Restricted
Allows Pedestrians to Cross Half The Road At A Time

Wider Traffic Lanes
Fewer Side Swipe Crashes

No Loss Of
Parking

Fewer Lanes For
Pedestrians to Cross

Space for Future
Sidewalk Widening

Traffic Volumes Too High
South of Cota - Need Two
Lanes

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

3B - Neighborhood Transition Striping - With Optional Curb Extension and Pedestrian Activated Flashers

Bike Lane
Space for Cyclists

Reduced Roadway Capacity
Most Noticble At De La Guerra

Wider Parking Lane
Easier Parking Maneuvers

Curb Extension Option
With Pedestrian Activated Flashers

Wider Traffic Lanes
Fewer Side Swipe Crashes

Bus Stop
No Change

No Loss Of
Parking

Fewer Lanes For
Pedestrians to Cross

Space for Future
Sidewalk Widening

Traffic Volumes Too High
South of Cota - Need Two
Lanes

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

3C - Neighborhood Transition Striping - With Median Refuge Island, Curb Extensions and Pedestrian Activated Flashers

Bike Lane
Space for Cyclists

Reduced Roadway Capacity
Most Noticble At De La Guerra

Wider Parking Lane
Easier Parking Maneuvers

Wider Traffic Lanes
Fewer Side Swipe Crashes

Bus Stop
No Change

Median Refuge Island
No Turning Movements Restricted
Allows Pedestrians to Cross Half The Road At A Time

No Loss Of
Parking

Fewer Lanes For
Pedestrians to Cross

Curb Extensions
Reduce Crossing Distance

Space for Future
Sidewalk Widening

Traffic Volumes Too High
South of Cota - Need Two
Lanes

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 05/22/2012
SCALE: 1"=30'	DRAWN BY: DVS

4 - Overhead Pedestrian Activated Flashers

Overhead Sign
(Simulation)

Overhead Pedestrian Activated Flashers
No Parking Impact
No Access Changes

ORTEGA

MILPAS

ALPHONSE

STOP

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

5 - Remove/Relocate Bus Stop And Remove Crosswalk

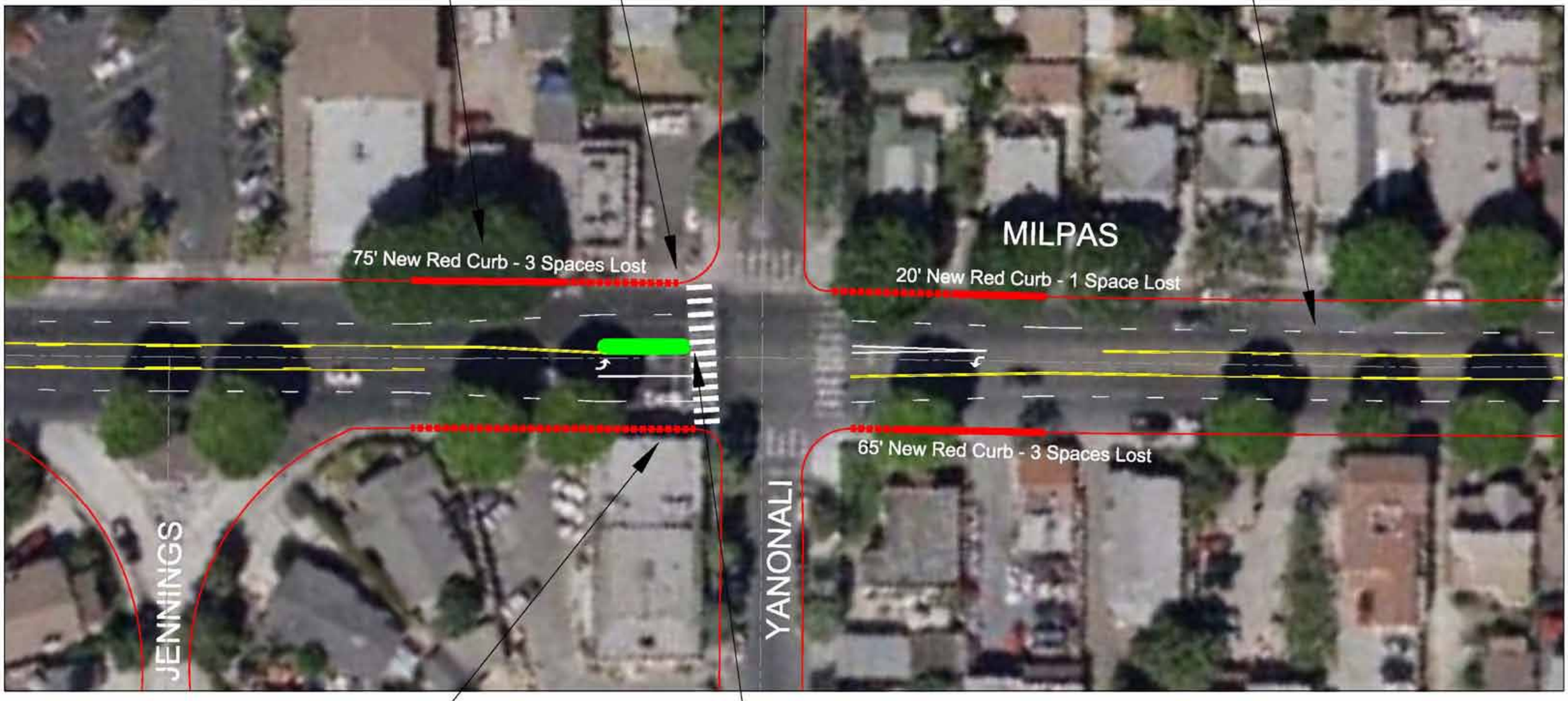
Remove Existing Marked Crosswalks
These Crosswalks Have Been Ineffective In Creating Crossing Opportunities
Removing Crosswalks Could Remove False Sense Of Security

Remove/Relocate Bus Stop
Nearest Stop One Block South
Encourage Pedestrians To Use Other Crossings

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

6 - Median Refuge Island With Pedestrian Activated Flashers



CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=30'	DRAWN BY: DVB

7 - Overhead Pedestrian Activated Flashers

Overhead Sign
(Simulation)

Overhead Pedestrian Activated Flashers
No Parking Impact
No Access Changes

MILPAS

YANONALI

INGS

Buses At Bus Stop Block
View Of Pedestrians

NORTH

CITY OF SANTA BARBARA TRAFFIC ENGINEERING	
MILPAS TRAFFIC CONTROL IMPROVEMENTS	
SERVICE REQUEST: NA	WORK ORDER: NA
SHEET: 1 OF 1	DATE: 03/22/2012
SCALE: 1"=50'	DRAWN BY: DVB